



TOOLS FOR THE JOB

Report of the Select Committee on Member Services, Accommodations, and Benefits

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(St. John's East Extern)

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Additional copies of this report and copies of the transcripts of the
Committee's public hearings are available from the Clerk of the Committee.

The Select Committee, appointed by the Honourable House of Assembly on June 28th, 1985, to inquire into matters relating to Members' services, accommodations and benefits is pleased to submit its report herewith.

SIGNED at St. John's in the Province of Newfoundland this 24th day of October A.D. 1985,

Whitney
T V Hickey,
Chairman

Roger Simmons
Roger Simmons,
Vice-Chairman

Peter Fenwick
Peter Fenwick

Glenn Greening
Glenn Greening

Jim Hodder
Jim Hodder

Tom Lush
Tom Lush

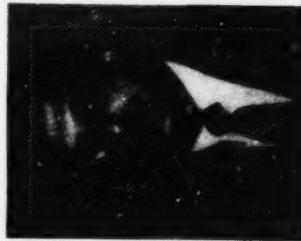
Rick Woodford
Rick Woodford



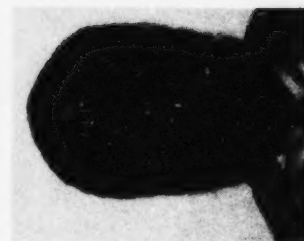
Select Committee on Member Services, Accommodations and Benefits



Hon. Reger Simmons, P.C., M.H.A.
Vice-Chairman



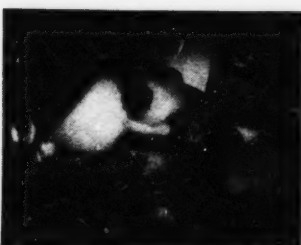
Mr. Glenn Greening, M.H.A.



Mr. Rick Woodford, M.H.A.



Mr. T.V. Hickey, M.H.A.
Chairman



Mr. Peter Fenwick, M.H.A.



Mr. Tom Lush, M.H.A.



Mr. Jim Hodder, M.H.A.

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ERRATA:

Recommendation R11 on Page 7 and Pages 24-25 should read as follows:

R11 that additional indemnities paid to various office holders be as follows, effective 1 April 1986:

Speaker	\$30,160 (unchanged)
Deputy Speaker	\$10,000 (unchanged)
Deputy Chairman of Committees	\$ 5,000 (unchanged)
Government Whip	\$ 5,000
Opposition Whip	\$ 5,000
Leader of the Opposition	\$30,160 (unchanged)
Leader of other recognized parties	\$14,500
Opposition House Leader	\$15,000 (unchanged)
House Leader of other recognized parties	\$ 7,500

The recommendations which follow are the result of an intense examination of the several issues falling within the Committee's mandate.

The Committee was particularly assisted in its deliberations by the presentations submitted at public hearings held at St. John's and Corner Brook. Additionally, the practices of other Canadian legislatures were analyzed, notably those of Nova Scotia and Ontario, and of the House of Commons.

Not only did the vast majority of briefs submitted to the Committee recognize the fact that Member services, accommodations and benefits in this Province are most unsatisfactory and in need of substantial improvement, but it also became evident to the Committee that there is an urgent need for an ongoing mechanism which addresses such matters in a more effective and efficient manner.

The Committee has, therefore, recommended certain measures in line with those in other Canadian jurisdictions which, if implemented, will provide such a mechanism, and will thus make unnecessary the setting up of select committees of the House to deal with Member services, accommodations and benefits.

However, the Committee has not allowed a preoccupation with improving the process, as important as that is, to take away from the immediacy and urgency of the circumstances which precipitated the Committee's establishment, and has, after careful and prudent analysis, made several recommendations aimed at addressing the current situation.

Preface

Acknowledgements

The Committee wishes to thank all those individuals and groups who assisted in making a difficult task less arduous.

Included in this group are those who made presentations to the Committee, as well as parliamentary officials and Member service Committees in the Provinces of Nova Scotia and Ontario, and the House of Commons, Ottawa.

The Committee acknowledges the kind and generous assistance given by Mr. Speaker McNicholas and Bettie Duff, Clerk of the House.

Appreciation is expressed to Elizabeth Murphy, Ll.B., Clerk of Committees, and our Research Officer, Douglas Dewling, to Harry Stamp and Agnes P. Brien of Hansard, to Norma Jean Richards of the Legislative Library, to Christine Ings of the Government Members' Office, to Joan White of the Opposition Office, and to Sandra Ryan, formerly of the Clerk's Office.

The Committee would also like to thank Walter Hudson, Ed Taylor, George Sweetapple and others at Printing Services for their skill and competence in printing this report and for meeting a very tight deadline.

Finally, the Members of the Committee record their appreciation to their colleagues in the House for valuable informal input and advice, resulting in findings which, the Committee feels, reflect the concerns of Members, and recommendations which at least begin the process of addressing those concerns.

Terms of reference

A Select Committee of the House was established 28 June 1985. The order of reference for the committee is contained in a motion by the Government House Leader (Mr. Marshall):

Mr. Speaker, ... I would like to move the establishment of the select committee that the hon. the Premier (Mr. Peckford) and the hon. the Leader of the Opposition (Mr. Barry) concurred upon with respect to accommodation and benefits of members. This committee will consist of the hon. the members for St. John's East Extern (Mr. Hickey) as Chairman, the hon. the member for Fortune - Hermitage (Mr. Simmons) as Vice-chairman, the hon. the member for Terra Nova (Mr. Greening), Humber Valley (Mr. Woodford), Port au Port (Mr. Hodder), Bonavista North (Mr. Lush) and Menihek (Mr. Fenwick).

I move that this committee be established as a Select Committee of the House. And I think, with the concurrence of the House as well, because all members are interested in a timely response to this, it should also be accompanied with a motion, I guess, if it is agreeable to the House, that the committee report to the House within ten days of the resumption of the House in the Fall. (Hansard, Newfoundland, June 28, 1985, p.L2268 and R2268)

The Committee decided that its examination should include, but not be limited to, the following matters.

- * The adequacy of office space and secretarial help for private members of the House of Assembly,
- * The adequacy of office space and secretarial help for the Leader of the Opposition, Leaders of other recognized parties and independent members,
- * The adequacy of research and administrative support for the Leader of the Opposition, Leader of other recognized parties, private members and independent members,

- * The adequacy of the Legislative Library and future plans to strengthen the Library as a resource for all members,
- * The adequacy of the basic remuneration paid to private members,
- * The adequacy of the district allowance, including both the amounts paid and the suitability of the categories and their dollar differentials,
- * The adequacy of the number of paid trips to the member's district, including the desirability of an allowance for St. John's members to compensate them for the use of their cars in servicing their districts,
- * The desirability of separate pay and per diems for work on committees of the House of Assembly,
- * The adequacy of the per diem, both for House sittings and for committee meetings,
- * The desirability of severance pay for former members of the House,
- * The adequacy of the pension plan and the group medical plan,

Summary of recommendations

The Committee makes the following recommendations for the consideration of the House:

R 1 that office space measuring approximately 300 square feet (27.87 square meters) be made available in St. John's to each Member of the House of Assembly of which 200 square feet (18.58 meters) would be used as a private office for the Member and 100 square feet (9.29 square meters) for his or her secretary's office, provided that when a Member of the House is not a Member of a caucus the basic member's allocation be multiplied by one and a half, in order to accommodate personnel to which he/she is entitled.(p.16)

R 2 that each Member be entitled to an annual budgetary allocation to defray costs, excluding salary costs, of operating an office or offices in his or her district, the amount to be fixed from time to time by the proposed Member Services Committee.(p.16)

R 3 that each Member be entitled to a global budgetary salary allocation for the purpose of engaging support staff in St. John's and/or his or her district. (Pay and benefits for such personnel would be handled in the same manner as they are at present.) (p.16)

R 4 that Members be reimbursed on an accountable basis:

(a) for travel as required from St. John's to and within their respective districts;

(b) for not more than four trips per annum to other points within the Province;

(c) for one trip per annum to Ottawa.(p.18)

R 5 that the adequacy of the Legislative Library be examined by the proposed Member Services Committee.(p.18)

R 6 (a) that an annual operating grant of \$2,000 per Member be provided to each Caucus, members of the Executive Council to be included, for the purpose of calculating this grant;

(b) that an annual grant of \$12,000 per Member be provided for the staffing of the offices of the Leaders of the Opposition and other recognized parties;

(c) that each Caucus receive an annual research grant of \$1,500 per Member, excluding members of the Executive Council;

(d) that the Leader of the Opposition be allocated 600 square feet (55.74 square meters) of office space plus 150 square feet (13.94 square meters) of office space in respect of each of the personnel attached to the office of the Leader of the Opposition, for the purpose of carrying out duties related to that office;

(e) that when a Member of the House is not a member of a caucus, the figures in a, b and c above be multiplied by one and a half.(p.19)

R 7 that the question of the definition of other recognized party with respect to matters relating to services, accommodations and benefits, be examined by the proposed Member Services Committee, and that such examination include consideration of the practices in Nova Scotia and Alberta and other Canadian jurisdictions.(p.20)

R 8 that the sessional indemnity be \$29,000, effective 1 April 1986.(p.24)

R 9 that the tax-free allowance be \$14,500, effective 1 April 1986.(p.24)

R10 that as of 1 January 1987, the tax-free and district allowances of Members of the House of Assembly be paid in twelve monthly instalments.(p.24)

R11 that additional indemnities paid to various office holders be as follows, effective 1 April 1986:

Speaker	\$29,000 (unchanged)
Deputy Speaker	\$10,000 (unchanged)
Deputy Chairman of Committees	\$ 5,000
Government Whip	\$ 5,000
Opposition Whip	\$ 5,000
Leader of the Opposition	\$29,000 (unchanged)
Leader of other recognized parties	\$14,500
Opposition House Leader	\$15,000 (unchanged)
House Leader of other recognized parties	\$ 7,500 (p.24)

R12 that sessional pay, tax-free allowance, district allowance and indemnities paid to various office holders be adjusted annually commencing 1 April 1987 by multiplying the amount by the figure determined by subtracting 1% from the published Consumer Price Index for St. John's.(p.25)

R13 that legislation be enacted requiring the Speaker to appoint within sixty days of the election of a General Assembly, a Commission of not more than three persons who are not Members to review Members' remuneration, to make appropriate determinations concerning levels of such

remuneration, to communicate its findings and decisions to the House within ninety days of the Commissions' appointment, all such decisions to be binding, to take effect at the beginning of the month next following.(p.25)

R14 that additional indemnities paid to committee members be as follows, effective 1 April 1986:

Chairman of	
Standing Committees	\$5,000
Vice-chairman of	
Standing Committees	\$5,000
Members of Standing	
Committees	\$3,000 (p.26)

R15 that a Member receiving an additional indemnity as a Parliamentary Secretary not be entitled an indemnity for committee service.(p.26)

R16 that the per diem payable to Members in respect of House sittings and committee meetings be \$75.00.(p.27)

R17 that a Member representing a district located not less than 25 miles (40 kilometers) from St. John's be entitled to the per diem.(p.27)

R18 that the principle of severance pay for Members be adopted, and that the matter be examined by the proposed Member Services Committee for the purpose of determining the formula to be used in calculating the amount.(p.28)

R19 that the feasibility of applying, insofar as possible, the Government's redundancy policy to former Members, be examined by the proposed Member Services Committee.(p.28)

R20 that the tax-free allowance be deemed pensionable income under the MHA Pension Plan.(p.28)

R21 that the adequacy of the MHA Pension Plan be examined by the proposed Member Services Committee.(p.28).

R22 that the feasibility of including for pension purposes additional indemnities paid to parliamentary office holders be examined by the proposed Member Services Committee.(p.28)

R23 that the current Internal Economy Commission be styled the Board of Internal Economy and be comprised of the Speaker or his designate, two Ministers, two Government backbenchers, two representatives of the Official Opposition and, as appropriate, one Member representative of other Members of the House who are not members of the Government caucus or the Official Opposition.(p.29)

R24 that a Standing Committee on Member Services be struck comprising not more than seven members with representation from all recognized parties including Members of the House who are not Members of the Government caucus or the Official Opposition.(p.29)

R25 that appropriate steps be taken to place within the jurisdiction of the Speaker all matters relating to the administration and operation of the House of Assembly, and related Members' support services.(p.30)

R26 that the approved estimates of the House of Assembly be presented, in the Estimates of the Province approved by the Legislature, separate from the approved estimates of the Department of the Auditor General.(p.30)

R27 that before a final decision on the relocation of the House of Assembly is made, the feasibility be examined of relocating the House of Assembly in the Colonial Building, and providing there or in the environs the necessary support services and facilities.(p.32)

R28 that the House consider striking a Select Committee to examine the question of parliamentary reform in the Province.(p.33)

R29 that the feasibility of introducing a legislative internship program be examined by the proposed Member Services Committee.(p.34)

We as politicians should be giving the leadership, getting down to the real business that confronts all of us, that's the point. (Hon.A.Brian Peckford, P.C., "Canadian Legislatures, 1983")

Role of the private member

If the Select Committee is to address the needs of the private members it must first examine the roles of these members. The Hon. James A. McGrath, P.C., M.P. in his report on Reform of the House of Commons, June 1985, quotes Edmund Burke, a member of the British House of Commons more than two hundred years ago, on the role of the Private Member:

In a speech to the electors of Bristol in 1774, Burke criticized Members of Parliament for acting as representatives of particular interests.... 'parliament is a deliberate assembly of one nation, with one interest, that of the whole; where, not local purpose, not local prejudices ought to guide but the general good, resulting from the general reason of the whole.'....Society in the twentieth century is different from the one in which Edmund Burke lived, yet his classic statement still serves as one ideal when we consider what Parliament ought to be as we approach the twenty-first century. Unlike Burke, however, parliamentarians today represent a diverse electorate, and their concepts of the proper role or roles for a representative are equally varied. (p.1-2)

A report on the Canadian electorate's perception of the private member was prepared for the editors of Canadian Legislatures by Michael Adams, President of Environics Research Group Limited, Toronto, based on a poll of 2,038 adult Canadians from coast to coast undertaken between September 13 - 30, 1984. The poll revealed that:

Seventy-five percent of Canadians believe the best way to get help or information from the government is to contact your federal or provincial Member of Parliament. Only 18 percent disagree with this statement and only 6 per cent cannot say.

These statistics apply across all the regional and demographic segments. (p.1-2)

With this perception of the private member the Canadian electorate places a great number of complex demands on private members, whether federal or provincial.

In his report of November 1980, Dr. Cliff McIsaac, Chairman of the Commission to Review Salaries of Members of Parliament and Senators, described the role of the Member of Parliament. He said the member fulfils a number of important roles, that of a legislator, ombudsman and politician. He went on to say:

The M.P. also ceases to be a private person and must attend countless public and social functions in his riding and elsewhere. With Parliament and its committees sitting until 10:00 p.m. during the week and with the meetings an M.P. has to attend during the weekends in his constituency, the twelve and fourteen hour work day and six and seven day work week are not uncommon. Being a Member of Parliament is a full-time and often mentally and physically fatiguing occupation. (See Appendix 1, for complete description)

This concern was expressed by several of the witnesses appearing before the Committee, including the Hon. Don Jamieson, P.C., former Federal Cabinet Minister and former Leader of the Opposition in the Newfoundland House of Assembly. Mr. Jamieson said:

I think, that unless something is done to change the role of the Member of the House of Assembly, and I mean that in the broadest possible sense, that increasingly the role of the politician is going to be either a very rich man's game or a very poor man's game. In other words, it is either going to be a matter of people who do not need any kind of financial assistance, who have no responsibilities that will impinge upon

their activities, or those who have nothing better to do and who are likely to run on the off chance that they might just make it into the House and have some kind of a career in public life. (Public hearing, Sept.11, 1985, p.R176 and L177)

The Committee feels that the role which Members of the House of Assembly fulfil should determine the necessary services and accommodations, and will also indicate the level of benefits necessary to attract good men and women to seek office.

It is therefore the aim of this Committee to make recommendations that would attract the best men and women to elected office, and provide them with services, accommodations and benefits which are fair, reasonable and justifiable.

**Support
services
for
private
members**

The Committee has reviewed the existing services provided Members, and heard from three Members who appeared as witnesses before the Committee. These Members gave statements as to the adequacy or inadequacy of the services being provided. The Committee also heard representations from the general public who supported strongly the need for certain basic services for Members. One witness, Mr. Wayne Russell, the Executive Director of the Newfoundland Teachers' Association, said:

We support strongly the provision of adequate support space and adequate accommodations for MHAs in St. John's. By that, we would mean that MHAs, in our opinion, should be provided with private office accommodations, private offices furnished to an acceptable level for the position, which would allow them to work comfortably and have sufficient space that they could meet individuals who come to visit them at their place of work. We support strongly, also, that each MHA should be provided with - and we are not in a position to provide precise recommendations as to what that person would be - we have titled it a secretary-researcher - but an individual appointed for each MHA who would keep that MHA's work confidential and would work for the MHA while that person is here in St. John's or is otherwise carrying out the role for which he or she has been elected. (Public hearing, Sept. 11 1985, p.L207 and R207)

In the present circumstances the quality of services available to private members is varied. For instance not all private members have their own secretary, most share a secretary with a colleague and only rarely do private members have their own office; most share an office with a colleague.

For many reasons this is not adequate. In the first place, the Committee believes that each private member is entitled to privacy while conducting his or her business whether by telephone or discussing matters in person. Secondly, the Committee believes that each private member is entitled to a personal secretary or

Office
space,
support
staff

administrative person, a person whose qualifications best fits the needs of the individual member, as the volume and complexity of the work load vary widely among Members. Furthermore, the services provided to private members could vary and should be determined by the individual needs of each Member, within a global budget.

The Committee therefore recommends:

R1 that office space measuring approximately 300 square feet (27.87 square meters) be made available in St. John's to each Member of the House of Assembly of which 200 square feet (18.58 square meters) would be used as a private office for the Member and 100 square feet (9.29 square meters) for his or her secretary's office, provided that when a Member of the House is not a Member of a caucus, the basic member's allocation be multiplied by one and a half, in order to accommodate personnel to which he/she is entitled.

R2 that each Member be entitled to an annual budgetary allocation to defray costs, excluding salary costs, of operating an office or offices in his or her district, the amount to be fixed from time to time by the proposed Member Services Committee.

R3 that each Member be entitled to a global budgetary salary allocation for the purpose of engaging support staff in St. John's and/or his or her district. (Pay and benefits for such personnel would be handled in the same manner as they are at present.)

Travel

The Committee considers district representation as one of the Member's major roles. As so aptly put by Dalton Camp, in the First Report of the Ontario Commission on the Legislature, May 1973:

In order to serve his constituents' needs adequately, a Member must keep in touch with both individuals and communities in his riding, and gain first-hand knowledge of their views and their problems. This obviously entails a great deal of travelling, especially if the riding is of any significant size. (p.48)

Certain Members of the House of Assembly represent districts which face unique transportation problems. Their districts are such that some communities can only be reached by means of water transportation or by aircraft.

The Committee believes that Members, in order to serve their constituents, have to travel regularly to their districts. The Committee received support from many witnesses at its public hearings for increased travel assistance. Mr. Wayne Russell, Executive Director of the Newfoundland Teachers' Association said:

We have reviewed carefully the situation across Canada, as it applies in other provinces, the territories, and the federal government. Our information shows us that the Newfoundland standard is far below that of the Canadian standard or the Canadian average. Considering the role which MHAs play representing the people who elect them in the various districts and the work required in St. John's, we support the principle that MHAs should be provided with fifty-two return trips per year between their districts and St. John's. (Public hearing, Sept.11, 1985, p.L208)

Another person supporting an increase in travel assistance to members was Mr. Richard Cashin, President, United Food and Commercial Workers, Local 1252. He said:

I think that certainly there should be no restrictions on travelling at least once a week and perhaps more regularly. What is wrong with an MHA having a minimum of twice a month when the House is in session? I do not know why it would not be once a week year round even though people might not use it every week. (Public hearing, Sept.11, 1985, p.R220 and L221)

Legislative Library

The Committee believes that travel assistance to members should be increased, from the present 12 trips, and in so doing recognition should be given to the Member's need to travel elsewhere for the Member is not only a district representative but a provincial legislator, and therefore should have the opportunity to travel throughout the Province and to Ottawa, to investigate matters on a first-hand basis, or to pursue special legislative matters which are not only germane to a Member's constituents but also to the provincial electorate.

The Committee therefore recommends:

R4 that Members be reimbursed on an accountable basis:

- (a) for travel as required from St. John's to and within their respective districts;
- (b) for not more than four trips per annum to other points within the Province;
- (c) for one trip per annum to Ottawa.

The Committee feels that because the Legislative Library fulfils such an important function for the Members, that a review should be undertaken.

The Committee therefore recommends:

- R5 that the adequacy of the Legislative Library, be examined by the proposed Member Services Committee.

**Caucus
support
services**

The present system of caucus allocations is based on funding levels established by the Internal Economy Commission, and is allocated by a lump sum awarded to each caucus based on party representation. Caucus funding was first established in 1979 for the Government Caucus and pre 1970 for the Opposition Caucus. The present level of funding is Government Caucus \$10,214 per annum, Official Opposition Caucus \$11,785 per annum and Member who is not a member of a caucus \$1,000 per annum.

The Committee believes the present system and level of funding do not recognize the value of the role each party plays in the legislative process.

The problems which face the legislators today are important public issues and are complex. Even an elementary understanding of them requires expert knowledge. The problems of the fishery, mining, and the offshore, to name a few, all require evaluation and a fundamental understanding of their nature. Dalton Camp in the Second Report of the Ontario Commission on the Legislature, December 1973 said:

If debate is to be relevant, if the ventilation of public issues is to be an exercise in the examination of credible alternatives, and if criticism is to be rooted in the substance of issues, then information, intelligence, and understanding are essential. (p.49)

The Committee believes that the present system and level of funding do not allow for a sufficient range of administrative services nor do they allow for sufficient research facilities for each party to fulfil its role in the legislative process.

The Committee therefore recommends:

R6(a) that an annual operating grant of \$2,000 per Member be provided to each Caucus, members of the Executive Council to be included, for the purpose of calculating this grant;

- (b) that an annual grant of \$12,000 per Member be provided for the staffing of the offices of the Leaders of the Opposition and other recognized parties;
- (c) that each Caucus receive an annual research grant of \$1,500 per Member, excluding members of the Executive Council;
- (d) that the Leader of the Opposition be allocated 600 square feet (55.74 square meters) of office space plus 150 square feet (13.94 square meters) of office space in respect of each of the personnel attached to the office of the Leader of the Opposition, for carrying out duties related to that office.
- (e) that when a Member of the House is not a member of a Caucus, the figures in a, b and c above be multiplied by one and a half.

R7 that the question of the definition of other recognized party with respect to matters relating to services, accommodations and benefits, be examined by the proposed Member Services Committee, and that such examination include consideration of the practices in Nova Scotia and Alberta and other Canadian jurisdictions.

**Members'
Indemnities,
allowances
and
benefits**

As noted by the editors of Canadian Legislatures, 1984 edition:

Each legislative body individually determines the best way of reimbursing its elected Members for their dedication and service to the public. All jurisdictions include a combination of monetary and non-monetary entitlements, but no two Legislatures take exactly the same approach. Some place more importance on the actual remuneration, while others provide a more elaborate system of allowances to cover Members' accommodation and travel needs.

It is important for readers to bear in mind that, in order to arrive at a fair and accurate comparison of Members' compensation across the country, the entire range of indemnities and allowances must be considered. Comparisons of individual categories on their own might leave a distorted impression. (p.45)

The Committee believes that our legislators are entitled to a reasonable rate of compensation, and that expenses incurred by them in the course of carrying out their duties should be met. The Committee has received support for its view from various persons, including Mr. Elmer Harris of VOXM Radio who said, "Our MHA's should have a salary that would employ them on a full-time basis" (Editorial, Sept.9, 1985). Another witness, Mr. Wayne Trask, C.A., President, Institute of Chartered Accountants of Newfoundland, said:

The Institute of Chartered Accountants of Newfoundland wishes to go on record as a strong supporter of a larger, more equitable remuneration level for all Members of the House. Capable, competent, and qualified leadership is expensive, however, in the long run we feel that they will pay for themselves. To ensure that this Province has top-notch leadership, we all must be prepared to pay for it. (Public hearing, Sept.5, 1985, p.187)

In the First Report of the Ontario Commission on the Legislature, May 1973, Dalton Camp reported that the New Zealand Royal Commission Upon Parliamentary Salaries and Allowances, made four fundamental propositions to aid in determining financial needs for Members of Parliament:

- (a) That the occupation of a member of Parliament should be regarded as virtually full-time and professional in nature;
- (b) That it should be assumed that a member of Parliament has no other income;
- (c) That it should be accepted that members are married with family commitments;
- (d) That regard should be had to the sacrifices a member and his wife (or husband) have to make in respect of their enjoyment of leisure and family life. (p.17)

The Committee believes that being a Member of the House of Assembly is a full-time job and agrees with the above propositions. The question, then, is what amount the full-time legislator ought to be paid, and what expenses should be allowed.

It is difficult to relate the job of the Member of the Newfoundland House of Assembly to other occupations for the purpose of comparing incomes. It is perhaps easier to relate the job of the Member to other Members in comparable jurisdictions. This relationship is shown in Appendix 3.

The Hon. Don Jamieson told the Committee that he is of the view that Members' salaries ought to be equivalent to that of an Assistant Deputy Minister. He said:

I have never felt, by the way, that a Member of Parliament or a

MHA should ever receive less than an Assistant Deputy Minister. There is a rough rule of thumb that if a person who is holding the purse strings, to come back to that analogy I used earlier, is not worth at least as much money as the third man in a department, then there is something, in my judgement, wrong with the system. (Public hearing, Sept. 11, 1985, pL184)

The positions of Assistant Deputy Ministers are not formally classified; salaries range from \$48,489 to \$58,504 with the average being \$55,315 per annum. A comparison with selected groups in Government is included in Appendix 2. Dalton Camp in the First Report of the Ontario Commission on the Legislature, May 1973, said:

In the last analysis, the determination of appropriate remuneration for a Private Member must turn on consideration as to whether compensation and benefits are sufficient in themselves to allow the Member to live in reasonable comfort and dignity. There are some, obviously, who may draw upon income from other sources, including another occupation. Still, if the political system is to be open to all aspirants, and if personal wealth or occupation is not to determine whether or not public office can be sought, a key consideration must be that of providing an income which will allow any elected member to be reasonably self-sufficient. (p.29)

The Committee agrees that the recommendations which follow would provide only an adequate salary for elected Members. This was aptly put by Dalton Camp, in the First Report of the Ontario Commission on the Legislature, May 1973:

It should be clear - at least it is to us - that such an income is neither so large as to be, of itself, an inducement to any to enter politics nor, on the other hand, is it so modest as to demand an unreasonable sacrifice from those who have means yet who are determined to enter public life. This new level of income should also appeal to some who prefer their politicians

to be underpaid as testimony to the need for sacrifice in public life - which, it would appear, a few still find reassuring and worthy of re-emphasis. (p.29)

The Committee has taken note that members did not receive an increase in salary in 1984 and 1985. A history of remuneration for Members since 1978 is included in Appendix 4.

The Committee therefore recommends:

R 8 that the sessional indemnity be \$29,000, effective 1 April 1986.

R 9 that the tax-free allowance be \$14,500, effective 1 April 1986.

The Committee has reviewed the present system of payment for allowances and feels there should be some changes made in the system which would eliminate present administrative problems.

The Committee therefore recommends:

R10 that as of 1 January 1987, the tax-free and district allowances of Members of the House of Assembly be paid in twelve monthly installments.

The Committee has also reviewed additional indemnities paid to various office holders and believes that some of these indemnities should be adjusted.

The Committee therefore recommends:

R11 that additional indemnities paid to various office holders be as follows, effective 1 April 1986:

Speaker	\$29,000 (unchanged)
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Deputy Speaker	\$10,000 (unchanged)
Deputy Chairman	
of Committees	\$ 5,000
Government Whip	\$ 5,000
Opposition Whip	\$ 5,000
Leader of the Opposition	\$29,000 (unchanged)
Leader of other	
recognized parties	\$14,500
Opposition House Leader	\$15,000 (unchanged)
House Leader of other	
recognized parties	\$ 7,500

The Committee believes that the proposed increases will bring Members' income more in line with their current needs. However, if Members are not to experience further income lags, some provision for periodic review and adjustment should be put in place.

The Committee therefore recommends:

R12 that sessional pay, tax-free allowance, district allowance and indemnities paid to various office holders be adjusted annually commencing 1 April 1987 by multiplying the amount by the figure determined by subtracting 1% from the published Consumer Price Index for St. John's.

R13 that legislation be enacted requiring the Speaker to appoint within sixty days of the election of a General Assembly, a commission of not more than three persons who are not Members to review Members' remuneration, to make appropriate determinations concerning levels of such remuneration, to communicate its findings and decisions to the House within ninety days of the Commissions' appointment, all such decisions to be binding, to take effect at the beginning of the month next following.

Committee allowances

As mentioned previously, the Committee considers district representation to be one of the major roles of the Member. But, the Committee sees the private member as more than an ombudsman. Members are also lawmakers and guardians of the public purse. It is in these last two roles, by their involvement on committees, that Members become deeply involved in the parliamentary process.

At present the Newfoundland House of Assembly has several Standing Committees as well as the provision for Select Committees. The Standing Committees usually meet while the House is in Session, while Select Committees often meet when the House is not in Session. The Committee recognizes that members are expected to participate on such committees. However, the Committee believes that there ought to be remuneration for these extra responsibilities. The Committee also realizes that the largest portion of the burden of work falls upon the Chairman and Vice-chairman of these committees.

The Committee therefore recommends:

R14 that additional indemnities paid to committee members be as follows, effective 1 April 1986;

Chairman of Standing Committees	\$5,000
Vice-chairman of Standing Committees	\$5,000
Members of Standing Committees	\$3,000

R15 that a Member receiving an additional indemnity as a Parliamentary Secretary not be entitled an indemnity for committee service.

Per diem

The Committee feels that the present method of paying per diems in respect to House sittings and committee meetings is not satisfactory, and should be reviewed by the proposed Member Services Committee. However, the Committee recognizes that per diems should be adjusted to better reflect current costs.

The Committee therefore recommends:

R16 that the per diem payable to Members in respect to House sittings and committee meetings be \$75.00.

R17 that a Member representing a district located not less than 25 miles (40 kilometers) from St. John's be entitled to the per diem.

Severance allowance

In the First Report of the Ontario Commission on the Legislature, May 1973, Dalton Camp made a statement which is still relevant today:

Elected politicians, the world knows, serve at the pleasure of their electors; they enjoy neither tenure nor terms of employment which protect them from arbitrary dismissal. Far from it - arbitrary, peremptory dismissal is part of politics and public service, and everyone in it, or out of it, knows this to be true. (p.39)

A Member who has been unsuccessful in re-election to office, is at financial risk. Unlike an employee in the public sector, who would enjoy the benefits of unemployment insurance or separation pay, or both, the Member will have neither. The Committee recognizes that in such cases there is a need for help

during the initial period of adjustment and the need is much greater the longer the member has served.

The Committee recommends that:

R18 that the principle of severance pay for Members be adopted, and that the matter be examined by the proposed Member Services Committee for the purpose of determining the formula to be used in calculating the amount.

R19 that the feasibility of applying, insofar as possible, the Government's redundancy policy to former Members, be examined by the proposed Member Services Committee.

Pension benefits

The Committee has reviewed the present determination of pensionable income, under the MHA Pension Plan. The issue of most concern to the Committee was whether the tax-free allowance should be pensionable. At present seven of ten provinces include the non-taxable allowance as part of the pension calculation, that is only two other provinces, in addition to Newfoundland, exclude the tax-free allowance for pension purposes.

The Committee therefore recommends:

R20 that the tax-free allowance be deemed pensionable income under the MHA Pension Plan.

R21 that the adequacy of the MHA Pension Plan be examined by the proposed Member Services Committee.

R22 that the feasibility of including for pension purposes additional indemnities paid to parliamentary office holders be examined by the proposed Member Services Committee.

**Administration
of
the
House
of
Assembly**

The Committee wishes to recommend certain other measures which, if implemented, will impact directly on Member services and, at the same time, will assist Members in pursuing their legitimate obligation to ensure the proper functioning of the House of Assembly.

The Committee believes that continuing attention should be paid to the resources needed by Members of the House of Assembly. The Committee believes that if Members' needs are to be fairly addressed, then there should be a forum in which they would be heard and a provision for Members to participate in the decision-making. The proposals which follow would have the House adopt practices which are already in place in certain other Canadian jurisdictions including the Ontario legislature and the House of Commons.

The Committee therefore recommends:

R23 that the current Internal Economy Commission be styled the Board of Internal Economy be comprised of the Speaker or his designate, two Ministers, two Government backbenchers, two representatives of the Official Opposition and, as appropriate, one Member representative of other Members of the House who are not members of the Government caucus or the Official Opposition.

R24 that a Standing Committee on Member Services be struck comprising not more than seven members with representation from all recognized parties including Members of the House who are not members of the Government caucus or the Official Opposition.

The Committee believes that the House of Assembly must be, and seen to be, in charge of the entire operations of the House

including such matters as budget administration, Member and support staff payroll administration, equipment and supplies acquisition, maintenance, etc..

The Committee therefore recommends:

R25 that appropriate steps be taken to place within the jurisdiction of the Speaker all matters relating to the administration and operation of the House of Assembly, and related Members' support services.

At present, the budget of the House of Assembly is reviewed by Government, and the annual estimates of the House of Assembly are presented with the annual estimates of the Department of the Auditor General, in the Departmental Estimates of the Province, under the Legislative head.

The Committee believes that, to ensure the independence of the House of Assembly, the financing of operations, as well as the administration, must be and seen to be independent of Government.

The Committee therefore recommends:

R26 that the approved estimates of the House of Assembly be presented, in the Estimates of the Province approved by the Legislature, separate from the approved estimates of the Department of the Auditor General.

**Other
Issues**

The Committee has attempted to address itself to the more immediate issues related to services, accommodations and benefits for Members. There are several other items, however, which the Committee feels require a more thorough examination. The Committee has identified such issues throughout its report and proposed they be examined by the proposed Member Services Committee. In addition, the Committee wishes to draw the attention of the House to the following matters.

The Committee is aware that extensive renovations are planned for Confederation Building including, in particular, a proposal to move the House of Assembly from the ninth floor to the main floor of Confederation Building. The Committee believes that the proposal to relocate the House presents a unique opportunity to ensure the continuance of its overall function and independence.

Some witnesses appearing before the Committee advocated a return to the Colonial Building, the home of the House of Assembly from 1850 to 1960 and the stage for many key events in our parliamentary history. The Hon. James A. McGrath, P.C., M.P., was especially eloquent and convincing in stating the case for the Colonial Building:

This building is alive with history. There are not too many provinces in this country that can boast of a building like this. This was the seat of the first Representative Government here. It was the seat of our first Responsible Government. This was the seat of one of the first five Dominions under the Statute of Westminster, the Parliament of Newfoundland. It was the seat of the National Convention and it was the seat of the first Legislature under Confederation. All of the major events of our history took place here....

Location of the House of Assembly

I believe that you have an opportunity....to move the Parliament of Newfoundland back where it belongs, to the Parliament Building of Newfoundland....

I believe it is important that the parliamentary legislative function of the Newfoundland constitution be physically and procedurally separate from the governmental function. I think it would go a long way towards achieving that by restoring the Legislature to these buildings....

Where are you going to find the space in the Colonial Building? Well, if you can build a building adjacent to the Confederation Building, why can you not build a building behind this building or adjacent to it which would provide office accommodation for members, committee rooms for members and staff rooms for the administrative support of the House of Assembly? You would restore Parliament to its rightful place, not only physically but, I believe, constitutionally as well. I think it can be done and I think it should be done. (Public hearing, Oct. 1, 1985)

The Committee therefore recommends:

R27 that, before a final decision on the relocation of the House of Assembly is made, the feasibility of relocating the House in the Colonial Building, and providing there or in the environs the necessary support services and facilities, be examined.

**Parliamentary
reform**

In the course of its deliberations, the Committee came to recognize a need for the House to examine the question of parliamentary reform in the Province.

The Committee therefore recommends:

R28 that the House consider striking a Select Committee to examine the question of parliamentary reform in the Province.

In examining the resources which might be made available to Members, the Committee looked at the Parliamentary Internship Program at the Ontario legislature.

This program is explained by Dalton Camp in the Second Report of the Ontario Commission on the Legislature, December 1973:

Based on consultations between the Interns and party caucuses, each Intern is allocated to serve as a sort of special assistant to one M.P. from September to January, and to an M.P. from a different party from January to June. The exact nature of an Intern's responsibilities is a matter to be worked out between the Intern and the Member, but usually combines research, speech-writing and some constituency work.

In addition to their work for Members, the Interns participate in a number of seminars with politicians, House personnel, and academics, and travel to other legislatures (e.g. in Quebec, Washington, etc.) to meet with personalities involved in the legislative process, as well as staff members of the legislative administration.

At the end of the ten-month period, each Intern is required to submit an analytical paper on some aspect of the legislative process. (p.65)

Legislative Internship Program

The Ontario Commission identified two basic aims of such a program:

The first would be to provide those chosen as Interns with a greater knowledge of the legislative process as it occurs in Ontario. At a secondary level it would also help to educate the public, as some of those who had been Interns would hopefully communicate their first-hand experience in the course of pursuing extra-legislative careers.

The second aim would be to provide those associated with the House, either as Members or staff, with valuable assistance in the form of interested and intelligent young university graduates. (Dalton Camp, December 1973, p.66)

The Committee believes that such a program would be of benefit to members since major areas of assignment would include committee staff, the Clerk's Office, party caucuses, and working with individual Members.

Also, such a program would help broaden the awareness of those involved and help educate the public to the realities of the parliamentary system in Newfoundland.

The Committee therefore recommends:

R29 that the feasibility of introducing a legislative internship program be examined by the proposed Member Services Committee.

Appendices



Appendix 1

Excerpt from the Report of the Commission to Review Salaries of Members of Parliament, November 1980, Dr. Cliff McIsaac, Chairman:

A member of Parliament must fulfill a number of important roles. He or she must be a legislator, debating and amending legislation which will affect Canadians in their daily lives. An M.P. also finds himself acting as an ombudsman for thousands of constituents who have problems in dealing with government and its agencies. He also must carry out his role as a politician, articulating his party's philosophy and platform before the media and in public forums.

The M.P. also ceases to be a private person and must attend countless public and social functions in his riding and elsewhere. With Parliament and its committees sitting until 10:00 p.m. during the week and with the meetings an M.P. has to attend during the weekends in his constituency, the twelve and fourteen hour work day and six and seven day work week are not uncommon. Being a Member of Parliament is a full-time and often mentally and physically fatiguing occupation. In the words of one M.P., 'This has to be one of the most demanding jobs in Canada. The responsibilities are enormous; the hours punishing; and the sacrifices of your wife and family unrealistic. You know this - in a vague sort of way - before you run, but the full impact of the job has to be experienced personally before you truly understand it.'

For married M.P.s the nature of the job places an added burden on the family unit. The Member is separated from his family during the week while he is in Ottawa attending to business in the House of Commons. When the M.P. returns to his constituency on the weekend, he often sees little of his family because of the public's demand on his time. The Commission believes that M.P.s with families face a degree of pressure and stress that is seldom found in other occupations. One M.P. summarized his feelings this way, 'Unless you are willing to

divorce your family, a family man should not become a Member of Parliament. Families suffer emotionally, sociologically, and economically. Even with subsidy from personal equity, which is rapidly depleting, my family lives at a lower standard than we did before I came to Ottawa and my net worth is 30 percent lower. I will not divorce my family and therefore I will probably not run again and instead return to the community to rebuild my equities. Parliament is structured for the very young, the very old, and independently wealthy people.'

Given the ever-increasing workload for M.P.s, the disruption of family life, the lack of job security, and the financial sacrifices incurred by interrupting a career to run for public office, many citizens who are successful in private life are reluctant to enter federal politics.

While it is beyond the scope of the Commission to make recommendations on the parliamentary work week, the Commission believes that improvements must be made to salaries and allowances so that finances do not continue as a deterrent to candidates seeking public office. Parliament must not become so unrepresentative that it attracts mostly Members who are financially independent. (p.4-5)

Comparison of Members' Salary to Selected Groups of Government Employees.

Appendix 2

Groups	Average Salary	Salary Range	
		Low	High
General Service	\$18,713	\$11,867	\$39,582
Hospital Service	\$17,459	\$15,089	\$35,361
MHA	\$23,022	\$23,022	
Nursing Services	\$25,863	\$21,458	\$30,771
Management Pay Plan	\$31,993	\$15,827	\$51,099
Assistant Deputy Ministers	\$55,315	\$48,489	\$58,504
Deputy Ministers	\$64,770	\$53,743	\$81,388

Remuneration for Elected Members									
Jurisdiction	H of C		Que	Ont	Nfld	P.E.I.	M.S.	M.B.	
Effective Date	1 Jan 85	1 Jan 85	1 Jan 85	1 Apr 84	1 Jan 83	15 July 85	1 Jan 85	1 Jan 85	1 Jan 85
PRIVATE MEMBERS									
Basic Indemnity	54,600	40,400	34,808	23,022	15,600	20,280	30,640		
% increase during 1985	3.4%	4%	4.4%		4.6%	4.5%	5.4%		
Tax-free Allowance	18,200	8,155	11,686	**11,511	7,200	10,140	12,256		
ADDITIONAL INDEMNITY FOR VARIOUS OFFICE HOLDERS									
Prime Minister	62,300	52,520	36,341	41,600	41,650	40,860	41,874		
Minister with Portfolio	41,700	36,360	25,504	30,160	29,400	31,670	27,917		
Minister without Portfolio	41,700	32,320	12,807	N/A	N/A	N/A	20,938		
Parliamentary Assistant	9,200	8,340	7,880	15,000	N/A	N/A	N/A		
Opposition Leader	41,700	36,360	25,504	30,160	23,800	31,670	27,917		
Third Party Leader	25,100	14,140	12,806	N/A	N/A	15,835	N/A		
Speaker	41,700	36,360	18,836	30,160	9,000	31,670	20,938		
Deputy Speaker	25,100	16,160	7,880	10,000	4,600	15,835	10,469		
Deputy Chairman of Committee of Whole	9,200	16,160	5,473	5,000	N/A	N/A	N/A		
Standing Committee Chairman	N/A	10,100	4,268	*** 3,000	N/A	1,700	N/A		
Standing Committee Vice Chairman	N/A	8,080	N/A	*** 2,500	N/A	N/A	N/A		
Deputy Government House Leader	N/A	N/A	N/A	N/A	N/A	N/A	N/A		
Opposition House Leader	20,500	14,140	9,741	15,000	N/A	2,100	N/A		
Deputy Opposition House Leader	N/A	6,950	N/A	N/A	N/A	N/A	N/A		
Third Party House Leader	8,800	N/A	7,333	N/A	N/A	N/A	N/A		
Chief Government Whip	11,400	14,140	9,741	3,090	N/A	3,230	1,500		
Assistant Government Whip	6,600	6,950	6,676	N/A	N/A	N/A	N/A		
Chief Opposition Whip	11,400	12,120	6,676	3,090	N/A	1,020	1,500		
Assistant Opposition Whip	6,600	6,950	4,815	N/A	N/A	N/A	N/A		
Chief Third Party Whip	6,600	6,950	5,473	N/A	N/A	N/A	N/A		
Assistant Third Party Whip	N/A	N/A	4,378	N/A	N/A	N/A	N/A		

*tax-free allowance is increased to \$21,700 for 23 MPs and \$23,400 for 7 MPs
 **Members also receive travel allowance of \$1,000 to \$4,000 depending on distance to St. John's.
 ***PAC only.

Remuneration for Elected Members						
Jurisdiction	Man	Sask	Alta	B C	N W T	Yukon
Effective Date	1 Apr 85	1 Jan 84	1 Jan 83	1 Jan 82	1 Apr 85	1 Apr 84
PRIVATE MEMBERS						
Basic Indemnity	23,248	20,968	24,310	26,698	18,000	21,854
% increase during 1985	3 %	-	-	-	5%	5%
Tax-free Allowance	11,624	10,484	7,150	13,349	1,000	9,979/12,422
ADDITIONAL INDEMNITY FOR VARIOUS OFFICE HOLDERS						
Prime Minister	24,110	37,656	45,454	36,480	52,162	29,634
Minister with Portfolio	18,111	28,327	37,044	31,283	52,162	22,260
Minister without Portfolio	13,111	28,327	26,278	N/A	N/A	N/A
Parliamentary Assistant	2,500	N/A	N/A	3,000	N/A	N/A
Opposition Leader	18,111	28,327	37,044	24,762	N/A	2,783
Third Party Leader	N/A	14,163	9,261	N/A	N/A	1,113
Speaker	15,500	11,054	37,044	24,762	12,000	6,678
Deputy Speaker	3,500	6,562	18,522	11,056	8,000	3,339
Deputy Chairman of Committee of Whole	2,500	1,923	9,261	2,000	6,000	N/A
Standing Committee Chairman	N/A	1,923	N/A	N/A	3,000	2,226
Standing Committee Vice Chairman	N/A	N/A	N/A	N/A	N/A	N/A
Deputy Government House Leader	N/A	N/A	N/A	N/A	N/A	N/A
Opposition House Leader	2,500	1,923	N/A	1,500	N/A	N/A
Deputy Opposition House Leader	N/A	N/A	N/A	N/A	N/A	N/A
Third Party House Leader	N/A	N/A	N/A	N/A	N/A	N/A
Chief Government Whip	2,500	3,206	N/A	2,000	N/A	N/A
Assistant Government Whip	N/A	1,923	N/A	N/A	N/A	N/A
Chief Opposition Whip	2,500	3,206	N/A	1,500	N/A	N/A
Assistant Opposition Whip	N/A	1,923	N/A	N/A	N/A	N/A
Chief Third Party Whip	N/A	1,035	N/A	N/A	N/A	N/A
Assistant Third Party Whip	N/A	517	N/A	N/A	N/A	N/A

*tax-free allowance is increased to \$21,700 for 23 MPs and \$23,400 for 2 MPs
 **Members also receive travel allowance of \$1,000 to \$4,000 depending on distance to St. John's.
 ***PAC only.

Appendix 4

Remuneration to Members since 1978.

	Sessional indemnity	Non-taxable allowance	District allowance
1978	\$ 12,450	\$ 6,225	Ranges from
1979	\$ 13,446	\$ 6,723	\$1,000 to \$4,000
1980	\$ 19,000	\$ 9,500	depending on
1981	\$ 21,136	\$ 10,568	category. No
1983	\$ 23,022	\$ 11,511	increases since
1984	\$ 23,022	\$ 11,511	1978.
1985	\$ 23,022	\$ 11,511	

Appendix 5

Witnesses

Corner Brook

Mr. Dexter Fudge, President, Corner Brook District Trades
and Labour Council
Mr. Larry Guinchard

His Worship, Mayor George Hutchings

Mr. Jerome Jesso

Councillor Doyle Mills

Mr. Winston Newbury

Mr. Wayne Trask, C.A., President, Institute of Chartered
Accountants of Newfoundland.

St. John's

Ms Ann Bell, President, Provincial Advisory Council on the
Status of Women

Mr. John Carter, M.H.A.

Mr. Richard Cashin, President, United Food and Commercial Workers
Local 1252, The Fishermen's Union.

Mr. Randy Collins

Mr. Dave Gilbert, M.H.A.

Mr. Roger Grimes, President, Newfoundland Teachers' Association.

Ms. Elizabeth Hiscock, Executive Director, Government Managers Association

The Hon. Don Jamieson, P.C.

Mr. John Lundrigan

The Hon. James A. McGrath, P.C., M.P.

Ms. Dorothy Robbins, Executive Director, Provincial Advisory Council on the Status of Women

Mr. Wayne Russell, Executive Director, Newfoundland Teachers' Association

Mr. Garfield Warren, M.H.A.

Mr. A. B. Wornell

St. John's (in camera)

Hon. Dr. John Collins, Minister of Finance

Dr. Susan McCorquodale

Mr. Garfield Pynn

During its visit to Halifax, Ottawa and Toronto, the Committee met with the following people:

Nova Scotia

The Hon. R. Donahue, M.L.A., Speaker

Mr. Jim Barkhouse, M.L.A.

Mr. Neil LeBlanc, M.L.A.

Ms. Alexa McDonough, M.L.A.

Ottawa

Mr. Marcel Prud'homme, M.P., Chairman of the Standing Committee on Management and Members' Services, and members of the committee.

Mr. A. Silverman, Administrator, House of Commons.

Major Gen. M.G.Cloutier, Sergeant-at-Arms and his officials.

Ontario

Mr. Roderick Lewis, Q.C., Clerk of the House.

Mr. Doug Arnott, Director, Legislative Internship Program.

Mr. Brain Charlton, M.P.P.

Ms. Donna Duarte, Constituency Office Co-ordinator.

Ms. Marga Duckworth

Mr. Robert Fleming, Administrator.

Mr. Jack Johnson, M.P.P.

Mr. Ross McClellan, M.P.P.

Mr. Bob McKessock, M.P.P.

Mr. Joe Miggiani, Finance Officer

Mr. Gilles Morin, M.P.P.

Mr. Bernard Newman, M.P.P.

Ms. Cheryl Parry

Mr. Pat Safard

Mr. Thomas Stelling, Sergeant-at-Arms

Mr. Richard Treleaven, Q.C., M.P.P., Deputy Speaker

Appendix 6

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